

GOVERNMENT OF THE DISTRICT OF COLUMBIA

ADMINISTRATIVE ISSUANCE SYSTEM

Mayor's Order 2025-053
April 15, 2025

SUBJECT: Extraordinary Measures to Address Congressionally-Imposed Cuts to the District's Fiscal Year 2025 Budget

ORIGINATING AGENCY: Office of the Mayor

By virtue of the authority vested in me as Mayor by sections 422 and 449 of the District of Columbia Home Rule Act, approved December 24, 1973, 87 Stat. 790; D.C. Official Code §§ 1-204.22 and 1-204.49, and in accordance with the authority, requirements, and principles of sections 442(a)(1) and (c), 448(a)(1), and 603(d) and (e) of the District of Columbia Home Rule Act, 87 Stat. 790, Pub. L. 93-198; D.C. Official Code §§ 1-204.42(a)(1) and (c), 1-204.48(a)(1), and 1-206.03(d) and (e), the Federal Anti-Deficiency Act, 31 U.S. Code §§ 1341 *et seq.*, and the District Anti-Deficiency Act of 2002, effective April 4, 2003, D.C. Law 14-285, D.C. Official Code § 47-355.01 *et seq.*, it is hereby **ORDERED** that:

I. BACKGROUND

- A. The District of Columbia Government (“District Government”) enacted its budget for Fiscal Year 2025 in July 2024. The budget included approximately \$13.2 billion in funds generated by District real property taxes, District income taxes (individual and corporate), District sales taxes, and other District-generated funds. The District Government thereafter transmitted the budget to Congress for its approval.
- B. In September 2024, Congress adopted and the President signed a continuing resolution for Fiscal Year 2025.¹ The continuing resolution approved the District-enacted budget for Fiscal Year 2025, and the District Government began operating at the authorized and budgeted amounts.
- C. In December 2024, Congress adopted and the President signed an extension to the prior continuing resolution.² This legislation once again approved the District-enacted Fiscal Year 2025 budget and the District Government continued to operate at the authorized and budgeted amounts.

¹ Continuing Appropriations and Extensions Act, 2025, approved September 26, 2024 (Public Law 118-83; 138 Stat. 1524).

² American Relief Act, 2025, approved December 21, 2024 (Public Law 118-158; 138 Stat. 1722).

- D. In March 2025, Congress adopted and the President signed a full-year continuing resolution for Fiscal Year 2025.³ Inexplicably, and over the strong objections of the District Government, the full-year continuing resolution essentially nullified the District's approved Fiscal Year 2025 spending levels, reverting to the Fiscal Year 2024 spending levels and thereby cutting the District's local budget by \$1.1 billion — even though Congress had twice previously approved the District's full Fiscal Year 2025 budget and even though the funding that was cut is generated solely by the District's local taxes and charges.
- E. The District Government and District residents repeatedly warned Congress of the dire consequences that would result from this unprecedented and wholly unnecessary cut to the District's budget, including cuts to the District's public safety, education, and public works clusters. Hundreds of District residents went to the U.S. Capitol to advocate for the District and educate members of Congress on the impacts of their legislative action.
- F. Recognizing its mistake and the drastic consequences of its action, the Senate promptly passed a bill introduced by Senator Susan Collins⁴ to restore the District's Fiscal Year 2025 budget, and President Donald J. Trump encouraged the House of Representatives to pass the bill.
- G. Unfortunately, the House of Representatives failed to act on the Senate bill before going on spring recess. Due to the House of Representatives' failure to act, the District now faces, in the middle of the current fiscal year — and after twice having had its full Fiscal Year 2025 budget approved — a \$1.1 billion cut to its local budget.
- H. The Fiscal Year 2025 local funds budget totals \$13.2 billion, an increase of \$1.1 billion over the Fiscal Year 2024 local funds budget. The top five major investment drivers year over year include: the Washington Metropolitan Area Transit Authority, District of Columbia Public Schools, District of Columbia public charter schools, human services, Metropolitan Police Department, and capital interest payments to allow for investments in schools, recreation centers, infrastructure, and world-class venues. Without the ability to fully execute the Fiscal Year 2025 budget as adopted and approved by the District, this gap will force reductions in critical services provided by our largest agencies, including the Metropolitan Police Department and the Fire and Emergency Medical Services Department.
- I. The District will continue to work with members of the House of Representatives to urge them to vote to fully restore the District's Fiscal Year 2025 budget and

³ Full-Year Continuing Appropriations and Extensions Act, 2025, approved March 15, 2025 (Pub. L. 119-4; 139 Stat. 9).

⁴ District of Columbia Local Funds Act, 2025, introduced March 14, 2025 (S. 1077).

will continue to work with President Trump to strongly encourage the House of Representatives to take that action.

- J. However, given the magnitude of the current budget shortfall caused by Congress, the fact that less than half a fiscal year remains in which to close the shortfall, the fact that federal law prohibits the District's budget from exceeding authorized appropriations, and the need to balance the Fiscal Year 2025 budget before the proposed Fiscal Year 2026 budget may be certified by the Chief Financial Officer and sent to the Council for its consideration, extraordinary actions must be taken now.
- K. To balance the Fiscal Year 2025 budget in the face of these factors will require significant cuts to District Government services, hiring freezes, financial impacts to employees, reductions and terminations of contracts and grants, and closures of District Government facilities. These are unprecedented actions given that the District itself adopted and is able to implement a fully balanced budget, but they are necessary due to the Congressional cut to the District's budget and its inaction in timely fixing its legislative error.
- L. Therefore, the District Government must immediately implement the following extraordinary measures.

II. FREEZE ON THE HIRING OF NEW EMPLOYEES AND CONTRACT STAFF

- A. There is imposed on all executive branch agencies a freeze on the hiring of new employees, except the hiring of:
 - 1. Individuals with restoration rights mandated by law;
 - 2. Individuals who received a final written job offer on or before noon on April 14, 2025, and who have a confirmed start date on or before May 5, 2025; and
 - 3. Employees whose salaries are funded one hundred percent (100%) by non-governmental funds.
- B. There is hereby imposed on all executive branch agencies a freeze on the use of a contract to augment agency staffing.

III. FREEZE ON OVERTIME

There is imposed on all executive branch agencies a freeze on the authorization of employee work hours that will result in the requirement to pay overtime pay for work performed after April 27, 2025.

IV. FREEZE ON PAY RAISES, PROMOTIONS, BONUSES, AND OTHER PAYMENTS

There is imposed on all executive branch agencies a freeze on:

1. Promotions (except temporary promotions of one hundred and twenty (120) days or less, career ladder promotions, and promotions that do not result in an increase in salary or pay);
2. Reclassifications (except for reclassifications that do not result in an increase in salary or pay);
3. Pay raises and other salary adjustments (except for step increases and cost of living adjustments required by law, regulation, court order, or a collective bargaining agreement);
4. Additional income allowances;
5. Bonuses;
6. Awards;
7. Payments and reimbursements of expenses incurred by prospective employees for pre-employment interviews; and
8. Payments and reimbursements of relocation expenses of new employees.

V. FREEZE ON THE PURCHASE OF SUPPLIES, MATERIALS, EQUIPMENT, CONTRACTUAL SERVICES, AND OTHER NON-PERSONNEL EXPENDITURES; FREEZE ON PURCHASE-CARD PURCHASES

- A. There is imposed on all executive branch agencies a freeze on all obligations and expenditures of unencumbered and pre-encumbered local, special-purpose revenue, and dedicated tax revenue funds in the following accounts:
 1. 711100C – Supplies and materials;
 2. 713100C – Other services and charges;
 3. 713101C – Security services;
 4. 713200C – Contractual services – other;
 5. 714100C – Government subsidies and grants, except for subsidies and transfers necessary to implement public benefit programs administered by

the Child and Family Services Agency, Department of Aging and Community Living, Department of Employment Services, Department of Energy and Environment, Department of Health, Department of Health Care Finance, Department of Human Services, Department of Youth Rehabilitation Services, Department on Disability Services, Non-Public Tuition paper agency, Office of Neighborhood Safety and Engagement, Office of the State Superintendent of Education, and Office of Victims Services and Justice Grants;

6. 714110C – Participant payroll;
 7. 715100C – Other expenses;
 7. 717100C – Purchases equipment and machinery; and
 9. 717200C – Rentals equipment and other.
- B. There is imposed on all executive branch agencies a freeze on the use of purchase cards.

VI. EMPLOYEE FURLOUGHS AND GOVERNMENT FACILITY CLOSURES

By April 25, 2025, the City Administrator shall present to the Mayor a plan to further reduce Fiscal Year 2025 expenditures through the:

1. Furloughing of District Government employees; and
2. Closure of District Government facilities; provided, that the following facilities shall be exempt from closure: District of Columbia Public Schools educational facilities, St. Elizabeths Hospital, Department of Behavioral Health Stabilization Center and Comprehensive Psychiatric Emergency Program facilities, and Department of Human Services shelters.

VII. AUTHORITY OF THE CITY ADMINISTRATOR TO TAKE ADDITIONAL GAP-CLOSING MEASURES

The City Administrator may take additional actions, as deemed appropriate by the City Administrator, to reduce District Government expenditures, including, but not limited to, the early termination of contracts, leases, grants, and agreements; reductions in force and other employee layoffs; and reductions to any other category of expenditures.

VIII. WAIVER OF RESTRICTIONS

- A.
 - 1. The City Administrator may waive any of the restrictions set forth in section II, III, IV, or V of this Order pursuant to the standards set forth in subsection B of this section.
 - 2. The Mayor's Chief of Staff, with notice to the City Administrator, may waive any of the restrictions set forth in sections II.A. and IV. of this Order, with respect to an employee in, or purchase by, the Executive Office of the Mayor, pursuant to the standards set forth in paragraph B of this section and the procedures set forth in subsection C of this section.
- B. A waiver may be granted for an action or expenditure that is:
 - 1. Necessary to protect or promote the public health, safety, or welfare;
 - 2. Necessary to ensure compliance with a law, regulation, collective bargaining agreement, or court order;
 - 3. Necessary to carry out an essential function of the District Government;
 - 4. Expected to result in the generation of revenue for the District Government; or
 - 5. Funded in whole or in significant part by non-governmental funds.
- C. To seek a waiver:
 - 1. An agency shall submit a waiver request to the Deputy Mayor to which the agency reports (or, in the case of an agency in the Government Operations cluster, to the Assistant City Administrator and, in the case of an agency that reports to the Executive Office of the Mayor, to the Mayor's Chief of Staff).
 - 2. The Deputy Mayor, Assistant City Administrator, or Mayor's Chief of Staff shall review each waiver request and submit to the City Administrator their recommendation to approve or disapprove the waiver request, along with a statement of the reasons for their recommendation.
 - 3. In the circumstances described in subsection A.2. of this section, the Mayor's Chief of Staff shall instead consult with the City Administrator on the requested waiver.
- D. Notwithstanding subsections A, B, and C of this section, no waiver request shall be submitted, and no waiver request shall be approved, for international travel.

IX. CONTROLS BY THE OFFICE OF THE CHIEF FINANCIAL OFFICER

The Office of the Chief Financial Officer shall, in consultation with the Office of the City Administrator, impose such obligation and expenditure controls as are appropriate to implement the limitations and restrictions imposed by this Order.

X. CONTROLS BY THE OFFICE OF CONTRACTING AND PROCUREMENT AND THE DEPARTMENT OF HUMAN RESOURCES

The Office of Contracting and Procurement and Department of Human Resources shall, in consultation with the Office of the City Administrator, impose such contracting, procurement, purchase card, and human resource controls as are appropriate to implement the limitations and restrictions imposed by this Order.

XI. PROHIBITIONS; PENALTIES FOR VIOLATION

- A. No officer or employee of the District Government may make or authorize an expenditure, obligation, personnel action, or other action that is inconsistent with this Order.
- B. An officer or employee who violates this Order shall be subject to appropriate administrative discipline, including, when circumstances warrant, suspension from duty without pay, or removal from office.


XII. APPLICABILITY

This Order applies to all executive branch agencies of the District Government.

XIII. EFFECTIVE DATE: This Order shall become effective immediately.



MURIEL BOWSER
MAYOR

ATTEST: 

KIMBERLY A. BASSETT
SECRETARY OF STATE OF THE DISTRICT OF COLUMBIA